

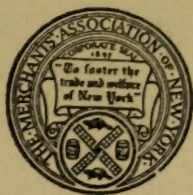
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Commerce and industry
association of New
York. Food problem
committee

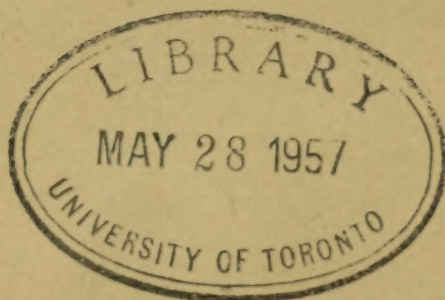
Report of the Food
problem committee

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The Merchants' Association of New York

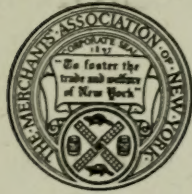


REPORT OF THE FOOD PROBLEM COMMITTEE



March, 1918

The Merchants' Association of New York



REPORT OF THE FOOD PROBLEM COMMITTEE

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GREATER NEW YORK'S THIRTY MILLION MEALS A DAY

FOOD is absolutely essential to the health and welfare of ten million people in the Greater New York Distributing District.

CONDITIONS are unsatisfactory and serious.

IMPROVEMENT seems to be slow and hard to obtain.

CONFUSION exists everywhere.

UNDERSTANDING of the Situation and a **SOLUTION** of detailed problems depend on **CO-OPERATION OF ALL FACTORS**.

*The Merchants' Association, through its Food Problem Committee, presents to you a fifteen minutes' discussion of:

1st—What The Food Problem Is.

2nd—What Has Been Done In The Past.

3rd—What The Present Situation Is.

4th—What Should Be Done In The Future.

THE FOOD PROBLEM

IN GENERAL

and particularly in

NEW YORK CITY

Merchants' Association Interested The Merchants' Association of New York has more than five thousand Members, including merchants, manufacturers, bankers, railroad, professional and warehouse men, all large employers of labor, interested in the Food Problem and in a solution which will be beneficial to the consuming public.

Food Problem Committee Appointed At the earnest solicitation of many of its Members, a Committee was appointed in April, 1917, to study and analyze the Food Problem, with the general idea that Production should be stimulated. It was obvious that the Farmer should be paid an adequate price for his product; that necessary capital, labor, seed and fertilizer should be provided and methods devised to encourage economic and efficient methods of Transportation, Distribution and Consumption.

PERSONNEL OF COMMITTEE

The following Committee was appointed:

Mr. J. F. BERMINGHAM, President of the Delaware, Lackawanna & Western Coal Company.

Mr. LINCOLN CROMWELL, William Iselin & Company. (Dry Goods Merchants.)

Mr. HAROLD GODWIN, Roslyn, Long Island.

Mr. HORACE HAVEMEYER, President of Havemeyers & Elder, Inc., and Director of the Brooklyn Eastern District Terminal.

Dr. O. S. MORGAN, Professor of Agriculture, Department of Agriculture, Columbia University.

Mr. WILLIAM FELLOWES MORGAN, President of The Merchants' Association of New York.

Mr. LEWIS E. PIERSON, Chairman of the Board of Directors, Irving National Bank.

Mr. S. FREDERIC TAYLOR, Truett, Taylor & Bonneau, Inc. (Mining and Engineering.)

Mr. JOHN H. LOVE, Graupner, Love & Lamprecht, Selling Agents, and interested in the manufacture of worsteds and woolens; also Chairman of the Food Administration of the U. S. Chamber of Commerce; Member of Mayor Mitchel's Milk Committee and Member of Executive Committee of the Food Council of New York City.

EXECUTIVE STAFF

The Committee organized with Mr. John H. Love as Chairman, and immediately employed a paid, experienced staff. Mr. John C. Orcutt, Secretary, was formerly with the Boston Chamber of Commerce, and conducted their 1915 Milk Investigation. Mr. W. E. Evans, Special Assistant, was formerly Principal of the Alden, N. Y., Agricultural High School. Both have had extensive experience in Food Production and Distribution.

THE PLAN PURSUED

The Committee determined to:

1. Find out what previous investigations had been made and examine available data.
2. Acquaint itself with the various PHASES and FACTORS of the Food Problem.
3. Analyze the Food Problem clearly.
4. Determine what could be done to bring about an UNDERSTANDING and IMPROVEMENT of present conditions.
5. Report its findings, place the data and information collected before the public and offer it to the Food Administration Officials whose appointments were anticipated.

BRIEF SUMMARY OF RECOMMENDATIONS SHOWN IN PREVIOUS REPORTS

1906. **MAYOR McCLELLAN'S PUSH-CART COMMISSION.** Lawrence Veiller, Chairman. (Published by the City but out of print). Made recommendation with respect to licenses and districts where push-carts are to be permitted.

1912. **GOVERNOR DIX'S STATE FOOD INVESTIGATION COMMISSION. COMMITTEE ON MARKETS, PRICES AND COSTS.** William Church Osborn, Chairman. (Published by Charles P. Young, 19 Beaver Street, New York City).

RECOMMENDED

1. "That a large retail unit or food department store buying direct, receiving direct and selling direct, be accepted as the most economic type."
2. "That the railroad and steamship lines entering our cities should be encouraged and required to provide adequate terminal facilities."
3. "That wholesale prices should be fixed by systematic auction sales in lots suitable for purchase by retailers, conducted under the auspices of the City or of a public organization."
4. "That City charters be amended to provide for a Department of Markets."
5. "That accurate statements of market needs and prices should be sent to producers; that they should be protected from extortion and offered facilities for marketing."

1913. **MAYOR GAYNOR'S MARKET COMMISSION.** Cyrus C. Miller, Chairman. George McAneny, John Purroy Mitchell. (Published by J. J. Little & Ives Company, New York City).

RECOMMENDED

1. Wholesale terminal markets, rather than retail markets, in each of the five boroughs. Elaborate plans and estimates submitted.
2. Creation of a Department of Markets under a board of Market Commissioners. The report includes summaries of markets and market conditions in many American and European cities. Retail markets in large cities were commented on.

1914. **MAYOR MITCHEL'S FOOD SUPPLY COMMITTEE.** George W. Perkins, Chairman.

1. Carried on an educational campaign on food values by distributing bulletins through public schools, newspapers and other sources. Actively interested in legislation, advocating many laws.

1915. **REPORT ON MARKET SYSTEM FOR NEW YORK CITY AND OPEN MARKETS ESTABLISHED IN MANHATTAN.** By Borough President Marcus M. Marks. (Published by M. B. Brown Printing & Binding Company, New York City).

RECOMMENDED

1. Establishment of temporary open markets.
2. A THOROUGH STUDY, TABULATION AND ANALYSIS OF THE CITY'S FOOD PROBLEM.
3. Obtaining an exact knowledge of present conditions before millions of dollars are spent in terminal warehouses and other properties.
4. MAKING A MAP OF THE ENTIRE CITY, WHICH WOULD SHOW, AT A GLANCE, THE LOCATION AND SIZE OF ALL PIERS, TERMINALS, ETC., AND THE QUANTITY OF FOOD SUPPLIES HANDLED AT EACH POINT.
5. Obtaining a knowledge of the source of any food supply and distance from the city.
6. The City should not undertake an investment of \$100,000,000 without answering the question as to what return it will yield.
7. That terminal markets should be provided and the market problem solved without the investment of large sums of money by the City, by persuading or requiring the railroad companies to improve existing terminal facilities, somewhat in line with the remarkable development of passenger depots.

1916. **REPORT OF DEPARTMENT OF FOODS AND MARKETS.** J. J. Dillon, Commissioner. (May be obtained from Commissioner of Foods and Markets, Albany, N. Y.).

BELIEVES

1. Advance in food prices to consumer unreasonable and excessive.
2. A system of distributing milk through local grocery, butcher and delicatessen stores could be developed.
3. The City needs large terminal markets—three or four.
4. Cold storage facilities for City are inadequate.
5. Distributors are operating uneconomically.

1916. **NEW YORK STATE JOINT LEGISLATIVE COMMITTEE ON DAIRY PRODUCTS, LIVE STOCK AND POULTRY.** Charles W. Wicks, Chairman. (Every interested person should obtain a copy from the Commissioner of Agriculture, Albany, N. Y. Price, 25 cents).

Held public hearings in forty-seven localities in the State, making special inquiry as to the Milk Situation. The findings, containing most valuable information, were published by the State in January, 1917, in a volume containing nearly nine hundred pages. Its study was the most exhaustive ever made. The conclusions and comments of the Committee are given after each analysis and are too lengthy to be summarized here.

1917. **JOINT REPORT ON FOODS AND MARKETS. GOVERNOR WHITMAN'S MARKET COMMISSION. MAYOR MITCHEL'S FOOD SUPPLY COMMITTEE. WICKS LEGISLATIVE COMMITTEE.** (Attached as an Appendix to Report of Joint Legislative Committee on Dairy Products, Live Stock and Poultry).

RECOMMENDED

1. * Establishment of a broadened State Department of Markets under a single Commissioner.
2. * Appointment of Municipal Market Commission for each city.
3. Appointment of an Inter-state Market Commissioner.
4. * Establishment of a State Board of Foods and Markets.
5. Amendment of Donnelly Act so as to exempt Farmers' Co-operative Buying and Selling Agencies and permitting Co-operative Dealings by Producers' and Distributors' Organizations.

1917. **ANALYSIS OF JOINT REPORT ON FOODS AND MARKETS OF GOVERNOR WHITMAN'S MARKET COMMISSION AND OTHERS.** By V. K. McElhenny, Jr., President of the American Fruit and Produce Auction Association. (Published by the American Fruit and Produce Auction Association, 204 Franklin Street, New York City).

1. Points out that recommendations made would not accomplish what the proposers desired.
2. No new legislation needed.
3. Encouragement of private enterprises.
4. Desirability of education of Producer and Consumer.
5. Necessity for action by the public.

* Laws covering this legislation are now in effect.

1917. **REPORT OF SPECIAL COMMITTEE ON FOOD SUPPLIES AND PRICES FOR NEW YORK STATE CHAMBER OF COMMERCE.** Harry Balfe, Chairman. (Published by the New York Chamber of Commerce, New York City.)

1. Studied food conditions. Gave a valuable tabulation of food products coming into New York City each week. (Compiled by the Department of Health).

Dairy Products (other than milk).....	760 carloads
Milk	2,000 "
Meat	660 "
Live Stock	518 "
Poultry	215 "
Grain and Flour.....	2,160 "
Fruits	750 "
Vegetables	1,656 "
Groceries	324 "
Canned Goods	206 "
Sea Food	32 "
	2,241 " weekly
	or 1,343 " daily

2. Concluded that law of supply and demand was responsible for present prices and conditions.

1917. **REPORT OF GOVERNORS' TRI-STATE MILK COMMISSION (APPOINTED BY THE GOVERNORS OF PENNSYLVANIA, MARYLAND AND DELAWARE).** C. L. King, Chairman. (May be obtained from the Secretary of Agriculture, Harrisburg, Pa.).

RECOMMENDED

1. Milk distribution be regarded as a public utility.
2. Common carriers make available to the press each week the total receipts of milk.
3. Milk testers be licensed.
4. Inspectors be appointed by the State Board of Agriculture.
5. Permits or licenses be issued to Producers, Distributors and Receivers of milk.
6. Uniform grades of milk be adopted.
7. The minimum butter fat requirements be $\frac{3}{4}\%$. Finds little hope for disposal of surplus.

1917. **MAYOR MITCHEL'S MILK COMMITTEE.** Dr. Charles E. North, Chairman. Appointed by Mayor Mitchell in October to investigate and report on:

1. Justification of the recent increased price of milk from 9c to 14c per quart within one year.
2. Advisability of the establishment of Municipal Milk Depots.

The Committee held numerous hearings of Producers, Distributors, Consumers and Agricultural and Food Experts, and made special investigations of details.

CONCLUSIONS

1. Milk is the most valuable and the cheapest of human foods even at present prices.
2. For drinking purposes New York City now uses about 700,000 quarts daily. The City should use about 2,000,000 quarts daily for drinking in an ideal diet.
3. The cost of milk production at present prices is 7 cents per quart and the prices asked by the Dairymen's League are justified.
4. The cost of distribution as shown by the dealers' accounts is justified and not large enough to prevent business losses.
5. The cost of production can be reduced by
 - (a) Eliminating low-producing cows.
 - (b) Collective hauling of milk.
 - (c) Collective buying of grain.
6. The cost of distribution can be reduced by abolishing competition and duplication through centralizing the distributing system into a single company or public service corporation.

Within five years over ten separate investigations and reports have been made. All conclude that (1) the situation is unsatisfactory and (2) something should be done. There was no unanimity of opinion as to what should be done and a growing unrest prevails. The public is more perplexed than ever as to correct procedure and the problem remains unsolved.

Examination of Reports of Previous Commissions and Committees

To avoid duplication of work, this Committee first studied the work of other committees, the agencies then in operation and the actual results accomplished.

Twelve Previous Reports Within the last ten years at least twelve commissions and committees have made investigations, analyses and reports of the Food Situation. One committee would favor a certain project, while the next one would criticise it and recommend another. Propositions to establish public, retail and wholesale terminal markets were presented periodically and all sorts of new food boards and commissions were suggested. The State Legislature and the City Government have adopted many of the suggestions contained in these reports, **but still our Problem grows more acute and complicated.**

It must be clearly understood that although the cost of food products has gradually increased and there appears to be little immediate relief in sight, these committees have done good work by publishing information on the situation, and we can only surmise what would be the condition had no work been done at all. They have performed a service of inestimable value, and although it cannot be measured by any set of figures or statistics, the evident sincerity of purpose and hard work done by these committees warrant due appreciation. (*See attached chart for brief summaries of these Reports.*)

BOOKS WITH FUNDAMENTAL INFORMATION

Should Be Read By All Interested It is suggested to those who wish to study the Food Problem in detail that besides the twelve Reports referred to, they study the following books, which contain fundamental information on Production, Transportation, Marketing and consumption of food products:

1. "Farm Management," by Professor George F. Warren of Cornell University.

2. "The Marketing of Farm Products," by Professor L. H. D. Weld of Yale University.
3. "Lower Living Costs in Cities," by Professor Clyde L. King of the University of Pennsylvania.

PERSONAL INTERVIEWS

With Farmers, Railroad Men, Distributers, Leaders of Consumers, and Educational and Regulative Agencies

Interviews With People Who Knew It was necessary first to secure information and advice from men and women of long experience, who were familiar with the different PHASES of the Food Problem. The Committee went to Washington to meet the Officials of the Federal Food Administration and Department of Agriculture. Conferences were held with the Mayor, State Commissioner of Foods and Markets, Commissioner of Weights and Measures, Commissioner of Health and other State and City Officials.

They next conferred with the Presidents and other Officials of Railroads entering New York City and with about one hundred Distributers representing the following organized food agencies:

Associations Affiliated With the New York Food Distributers Association:

1. Salt Fish Trade.
2. Produce Exchange.
3. Fresh Fish Trade.
4. Society of Restaurateurs.
5. New York Fruit Exchange.
6. Wholesale Meat Distributers.
7. American Cranberry Exchange.
8. New York Mercantile Exchange.
9. New York Milk Conference Board.
10. Delicatessen Dealers' Association.
11. New York State Hotel Association.
12. Hotel Association of New York City.
13. New York Butter and Egg Exchange.
14. Dried Fruit Association of New York.
15. Master Bakers' Federation of America.
16. New York Retail Grocers' Association.

17. International Apple Shippers' Association.
18. New York State Cold Storage Association.
19. New York Wholesale Grocers' Association.
20. Queens Borough Retail Grocers' Association.
21. New York State Association of Master Bakers.
22. New York City Wholesale Bakers' Association.
23. New York State Association of Retail Grocers.
24. United Retail Grocers' Association of Brooklyn.
25. New York Fruit and Produce Trade Association.
26. Manhattan and Bronx Retail Grocers' Association.
27. The American Fruit and Produce Auction Association.
28. Federation of Hebrew Retail Kosher Butchers' Association.
29. National Wholesale Grocers' Association of the United States.
30. New York Branch of National League of Commission Merchants.

**Committee
Visits
Producers
On the Farms**

The Committee went to Albany, met the Governor, the Commissioner of Agriculture and the Governor's Food Supply Commission, and offered the services of 'The Merchants' Association to assist Country Agencies in their efforts to increase Production. The Committee attended the Syracuse Conference of Farmers, visited the Faculty of the Agricultural College of Cornell University and **spent several weeks in trips throughout the agricultural districts of New York State.** A trip through the five fruit producing counties of Northwestern New York was made with the State Fruit Growers' Association, and much information was obtained relative to producing, grading and shipping of farm products, with particular reference to fruits, vegetables and milk.

**Country
Agencies
Invited
to the City**

The Governor's Food Supply Commission, with the Officials of the State Agricultural College, Geneva Experiment Station and prominent Producers and Distributers throughout the State, were invited to a conference in New York City, where a dinner was arranged and a general discussion of the different problems took place. Afterwards, from midnight until morning, the Food Distributers of New York City took the entire party through the steamship and railroad terminals and markets, where food products are received from all parts of the world and sold to Wholesale and Retail Distributers in the City and suburbs.

ANALYSIS OF THE FOOD PROBLEM

The Committee, after some preliminary study, classified the Food Problem into five Phases and seven Factors:

PHASES:

1. **PRODUCTION**
2. **MANUFACTURING AND PRESERVING.**
3. **TRANSPORTATION.**
4. **MARKETING AND DISTRIBUTION.**
5. **CONSUMPTION.**

FACTORS:

1. **PRODUCERS.**
2. **MANUFACTURERS.**
3. **CARRIERS.**
4. **DISTRIBUTERS.**
5. **CONSUMERS.**
6. **EDUCATIONAL AGENCIES.**
7. **REGULATIVE AGENCIES.**

An analytical chart showing all the Phases and subdivisions of the Food Problem is attached. The Committee considered this exhibit essential to show the correlation of the whole Food Problem and thereby enable the avoidance of hasty conclusions and impractical suggestions.

OUTLINE OF FOOD PROBLEM

A—PRODUCTION	B—MANUFACTURING AND PRESERVING	C—TRANSPORTATION	D—MARKETING AND DISTRIBUTING	E—CONSUMPTION
I—LAND A. CULTIVATED. B. UNCULTIVATED: 1. TILLABLE. 2. NON-TILLABLE. II—LABOR A. MAN POWER: 1. OWNERS: a. On Farm. b. Retired. 2. TENANTS: a. On Shares. b. Cash Rent. 3. HIRED HELP (MALE AND FEMALE): a. Experienced. b. Inexperienced. c. Regular. d. Seasonal. e. Wages. f. Housing. g. Supply and Distribution. 4. FARMER'S FAMILY. B. HORSE POWER: 1. HOME RAISED. 2. PURCHASED. 3. HIRED. C. MACHINE POWER: 1. KIND: a. Hand. b. Horse. c. Gasoline. d. Coal. 2. SOURCE OF SUPPLY: a. Local Dealer. b. District Jobbing House. c. Grange Purchasing Agent. d. Farm Bureau. e. N. Y. State Food Commission. f. Voluntary Organizations. D. COMMUNITY USE OF POWER.	I—COMMERCIAL A. GRAIN PRODUCTS: 1. FLOUR. 2. CEREALS. 3. OILS. 4. STARCH. 5. SUGARS. 6. BEVERAGES. 7. SYRUPS. 8. STOCK FEEDS: a. Corn Feeds. b. Wheat Feeds. c. Distillers' and Brewers' Grains. d. Cottonseed and Linseed Oil Meal. B. FORAGE PRODUCTS: 1. BALED HAYS. 2. CHOPPED ALFALFA. C. VEGETABLES AND FRUITS: 1. PRESERVING: a. Canning. b. Pickling. c. Jellies and Conservees. d. Dehydration. D. LIVE STOCK PRODUCTS: 1. PACKERS' PRODUCTS. 2. MILK AND MILK PRODUCTS. 3. POULTRY AND PRODUCTS. 4. COLD STORAGE. E. FACTORIES: 1. LOCATION. 2. SIZE AND CAPACITY. 3. OUTPUT. F. CONTAINERS: 1. TIN, GLASS, WOOD AND PAPER. a. Sources of Supply. b. Demand. c. Substitution of One for Other. G. LABOR: 1. SKILLED. 2. UNSKILLED. 3. SOURCES OF SUPPLY. 4. WAGES. 5. HOUSING. 6. TRANSPORTATION. 7. DISTRIBUTION. 8. ARMY AND NAVY DRAFT. 9. DECREASE OF IMMIGRATION. H. INSPECTION.	I—RAIL A. FREIGHT: 1. ELECTRIC. 2. STEAM. 3. CAR DEMAND. 4. CAR SUPPLY. 5. EXPEDITIOUS SERVICE. 6. CO-OPERATION BETWEEN: a. Producers. b. Carriers. c. Inspectors. d. Receivers. 7. RATES: a. Car Lots. b. Less Than Car Lots. 8. ROUTES: a. Diversion Points. 9. TERMINAL FACILITIES. B. EXPRESS: 1. RATES: a. Prepaid. b. Postpaid. c. C. O. D. 2. EXPEDITIOUS SERVICE. 3. ZONES. C. MAIL: 1. PARCELS POST. 2. REGISTERED. 3. C. O. D. II—WATER A. ROUTES: 1. CANAL. 2. RIVER. 3. LAKE. 4. OCEAN. B. RATES: 1. CARGOES. 2. LESS THAN CARGOES. C. TONNAGE: 1. PRESENT. 2. FUTURE. 3. MEANS OF INCREASING.	I—COUNTRY A. GRADES: 1. FIRSTS. 2. SECONDS. 3. CULLS. 4. LAW GOVERNING. B. CONTAINERS: 1. CRATES. 2. BARRELS. 3. BASKETS. 4. BAGS. 5. STANDARDIZATION. 6. LAW GOVERNING. C. MARKET ADVICES: 1. LOCATION AND LIST OF: a. Buyers. b. Agents. c. Bonded Commission Men. D. LOCAL STORAGE FACILITIES: 1. ON THE FARM. 2. DRY STORAGE IN COMMUNITIES. 3. CO-OPERATIVE STORAGE IN COMMUNITIES. 4. COLD STORAGE IN COMMUNITIES. E. FINANCES: 1. LOANS ON STORED PRODUCE: a. From Local Sources. b. Advances by Buyers. c. Advances by Cold Storage Company. d. Bank Advances. e. Payments to Producers. F. PRICE-FIXING: 1. FEDERAL REGULATION. G. CARING FOR EXCESS PRODUCE: 1. DEHYDRATION OF VEGETABLES. 2. DEHYDRATION OF FRUITS. 3. MILK: a. Condensed. b. Evaporated. 4. MANUFACTURE OF: a. Butter. b. Cheese. H. DELIVERY: 1. REGULAR ROUTES. 2. CO-OPERATIVE. 3. SPECIAL CHARGE FOR. 4. STREET CONGESTION. 5. CENTRALIZED DELIVERY. I. TELEPHONE: 1. MEANS OF MAKING PURCHASES.	I—FOOD A. PERISHABLES. B. NON-PERISHABLES. C. SEMI-PERISHABLES. D. MANUFACTURED. E. STAPLES. II—CONSUMERS A. NATIONALITY: 1. AMERICAN. 2. ENGLISH. 3. GERMAN. 4. FRENCH. 5. POLISH. 6. SWISS. 7. ITALIAN. 8. HEBREW. 9. NEGROES. 10. GREEK. 11. SPANISH. 12. PORTUGUESE. 13. CHINESE. 14. JAPANESE. 15. RUSSIAN. B. CUSTOMS: 1. RELIGIOUS. 2. NATIONAL (FOREIGN). 3. SECTIONAL: a. New England. b. Southern. c. Middle Atlantic. d. West. C. TASTES. D. LIVING QUARTERS: 1. SINGLE DETACHED HOMES. 2. SEMI-DETACHED HOMES. 3. SINGLE ATTACHED HOMES. 4. TWO-FAMILY HOUSES. 5. THREE-FAMILY HOUSES. 6. NON-ELEVATOR APARTMENTS. 7. ELEVATOR APARTMENTS. E. ANNUAL INCOMES: 1. \$300 to \$500. 2. 500 to 900. 3. 900 to 1200. 4. 1200 to 1500. 5. 1500 to 2500. 6. 2500 to 4000. 7. 4000 to 5000. F. CONSUMERS' ORGANIZATIONS.
III—MATERIALS A. FEED, SEED AND FERTILIZER: 1. SOURCE OF SUPPLY: a. Farm Produced. b. Local Dealer. c. District Jobbing House. d. Grange Purchasing Agent. e. Farm Bureau. f. Voluntary Organizations. B. OTHER MATERIALS: 1. CEMENT, FENCING AND SPRAY MATERIALS.	II—HOME & COMMUNITY A. KNOWLEDGE: 1. SOURCES: a. Colleges and Schools. b. Departments of Agriculture. c. Publications. d. Farm Bureaus. e. Canning Clubs. f. Voluntary Organizations. g. Private Enterprises: 1. Manufacturers. 2. Railroads. 3. Public Utility Companies. B. MATERIALS: 1. VEGETABLES: a. Canning: 1. Sterilization. 2. Pickling. b. Dehydration. 2. FRUITS AND BERRIES: a. Canning: 1. Sterilization. 2. Pickling. b. Jellies and Conservees. c. Dehydration. d. Evaporation. 3. CONTAINERS: a. Tin, Glass, Wood and Paper. 1. Source of Supply. 2. Demand. 3. Substitution of One for Other. C. DISPOSAL: 1. HOME CONSUMPTION. 2. SALE OF SURPLUS.	III—MOTOR TRUCKS A. COUNTRY USE: 1. FROM FARMS TO: a. Consumers. b. Public Markets. c. Railway Stations. d. Manufacturing Plants. B. CITY USE: 1. FROM TERMINALS TO: a. Wholesale Receiver. b. City Branches.	II—CITY A. DISTRIBUTERS: 1. AGENCIES. 2. ASSOCIATIONS. 3. EXCHANGES. B. MARKETS: 1. TERMINAL. 2. WHOLESALE. 3. JOBBERS. 4. RETAIL. C. STORAGE FACILITIES: 1. LIST OF STOREHOUSES. 2. CAPACITY. 3. REGULATION. 4. RATES. D. MARKET ADVICES: 1. COUNTRY PRODUCTION. 2. PROBABLE CONSUMPTION. 3. DAILY MARKET PRICES. E. FINANCING: 1. LOANS TO PRODUCERS. 2. CREDIT: a. Retailers. b. Consumers. 3. FIXED CAPITAL. a. (Federal Land Banks.) b. Restaurant. 4. OPERATING CAPITAL. a. (Seasonal Credit.)	III—SOURCES OF SUPPLY A. GROCERS: 1. DRY GROCER. 2. GREEN GROCER. 3. BUTTER AND EGGS. 4. TEA AND COFFEE. 5. DAIRY PRODUCTS. 6. COMPLETE GROCER. 7. CHAIN STORES. 8. DEPARTMENT STORES. B. BUTCHERS: 1. FRESH AND SALT MEATS. 2. SEA FOOD. 3. PORK PRODUCTS. 4. MEAT AND FISH. C. GENERAL PROVISIONER: D. FRUITERS: 1. FANCY FRUIT STORES. 2. FRUIT STAND. 3. FRUIT VENDOR. E. SPECIALTIES: 1. DELICATESSEN. 2. ROTISSERIE. 3. BAKERIES. F. SERVED TO BE EATEN: 1. LUNCH COUNTERS. 2. ARM CHAIR LUNCH. 3. TABLE RESTAURANT. a. Table d'ote. b. A la carte. 4. CABARET RESTAURANT. G. HOTELS: a. European Plan: 1. Dining Room. 2. Restaurant. 3. Grill. b. American Plan: 1. Dining Room. 2. Restaurant. 3. Grill. c. Bed and Breakfast. d. Tourist Plan.
IV—FARM PRODUCTS A. PLANTS: 1. HAY AND OTHER FORAGE CROPS. 2. GRAIN. 3. SILAGE. 4. VEGETABLES. 5. FRUITS AND BERRIES. B. ANIMALS: 1. MILK AND PRODUCTS. 2. MEAT AND PRODUCTS. 3. POULTRY AND EGGS. 4. YOUNG STOCK.		IV—DOMESTIC A. INTRA-STATE. B. INTER-STATE. V—FOREIGN A. EXPORT. B. IMPORT.		
V—HOME GARDENS A. VEGETABLES. B. FRUITS AND BERRIES. VI—FINANCIAL AID A. TEMPORARY AGENCIES: 1. PATRIOTIC LOAN FUND. 2. OTHER ORGANIZATIONS. B. PERMANENT AGENCIES: 1. FEDERAL LOAN. 2. LOCAL BANKS.	III—ORGANIZATION A. CANNERS' ASSOCIATIONS.	VI—DAMAGE ADJUSTMENTS A. BY CONSIGNOR. B. BY CONSIGNEE. C. BY CARRIER. VII—GOVERNMENT CONTROL A. RAILROADS. B. EXPRESS COMPANIES. C. STEAMSHIP LINES. D. FOREIGN TRADE. E. DOMESTIC TRADE. F. PRIORITY SHIPMENTS. G. ELIMINATION OF SOME: 1. PULLMAN SERVICE. 2. PASSENGER SERVICE. H. EXTENSION OF SOME: 1. FREIGHT SERVICE.		
VII—CONSERVATION ON FARM				

ERS' ASSOCIATIONS.

IV—WASTE OF FOOD PRODUCTS THROUGH

- A. FAILURE TO USE BY-PRODUCTS.
- B. UNSANITARY HANDLING:
 - 1. OF PRODUCT.
 - 2. OF CONTAINERS.
- C. CARELESS HANDLING.
- D. IMPROPER HOME CANNING.

ENEMIES:

Insects.

DISEASES:

osis (Respiratory).

n (Dairy Cows).

(Hogs).

ea (Poultry).

ESTS:

g Animals.

g Plants.

y Spraying.

y Cultivation.

y Rotation.

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ACILITIES.

OR FAILURE TO

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A. IMPROPER ICING.

B. FAILURE OR NEGLECT TO ICE AT:

1. STARTING POINT.

2. ICING STATIONS.

C. FAULTY REFRIGERATION.

D. FAULTY HEATING.

E. CARS NOT FROST-PROOF.

F. UNDUE DELAYS.

G. WRECKES.

H. OVERLOADING CARS.

I. IMPROPER PLACING OF

PACKAGES IN CARS.

J. ROUGH HANDLING.

K. BAD ORDER CARS.

L. DELAYED INTERCHANGES OF CARS.

A. LEGITIMATE.

B. HOARDING.

C. PROFITEERING.

IV—DISTRIBUTERS' ORGANIZATIONS

A. N. Y. FOOD DISTRIBUTERS' ASSOCIATION:

1. EXCHANGES.

2. TRADE ASSOCIATIONS:

3. WHOLESALE:

a. Grocers.

b. Meat Packers.

c. Fish Dealers.

d. Bakers.

e. Milk Dealers.

4. RETAIL:

a. Grocers.

b. Butchers.

c. Bakers.

d. Delicatessen Dealers.

5. HOTELS.

6. RESTAURANTS.

7. AUCTION COMPANIES.

V—WASTE OF FOOD THROUGH

A. "RATTAGE."

B. OVERSTOCKING.

C. CARELESS HANDLING.

D. TRIMMING.

E. POOR STORAGE FACILITIES.

F. CARELESS DELIVERY SERVICE.

G. WASTEFUL DISPLAYS.

G. MIS-

1. P

2. B

H. DIR

IV—CONSE

A. BAD

B. ECO

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PREPARED BY THE

FOOD PROBLEM COMMITTEE

I—Producers

Attention was called to three distinct problems that have confronted the Farmers for a long time, but which seemed to be more serious this year.

(1) Inadequate Working Capital

Provision for Capital, Seed and Fertilizer The Government's propaganda to increase production met with a hearty response from the Farmers. Many requests were received for loans of money with which to buy seed, fertilizer, machinery and stock, indicating that the applicants had land but lacked capital to work it. Several capitalists, appreciating this fact, organized the Patriotic Loan Fund, from which a Farmer could borrow on his note up to \$150.00, providing he were recommended by a local board of three, usually composed of the cashier of the local bank and two other men appointed by the Master of the Local Grange. Voluntary committees and the New York Food Supply Commission furnished seed and fertilizer at cost. The local banks and business men assisted financially, possibly not to the satisfaction of every Farmer, but they allowed as much money as the Farmers were capable of using judiciously and certainly all that circumstances warranted.

(2) Scarcity of Labor

Reported Demand for Farm Labor In the early stages of the Committee's activity, the question of Farm Labor began to be agitated. Reports from the country indicated an acute shortage. A census, taken by the school-teachers, under the supervision of the County Agricultural Agents, showed an unprecedented demand for more than twenty thousand farm laborers. The newspapers also published sensational accounts of large acreages lying idle because there was no help in sight to prepare land for the crops.

Endeavors to Assist in Supplying Labor The Merchants' Association immediately started a canvass of the commercial and manufacturing industries of New York City to determine how many employees having previous farm experience could be released and sent to the country for periods of

two to six weeks to assist in planting, cultivating and harvesting crops. Several hundred men were registered and agreed to work on farms during their vacations. Similar action was taken in several other large manufacturing cities throughout the State.

Looked Into Up-State Conditions In the meantime we visited the various branches of the State Bureau of Employment located in New York City, Albany, Oswego, Auburn, Rochester, Syracuse and Buffalo, and after interviewing many Farmers and Farm Bureau Managers in three representative sections: Randolph, Cattaraugus County; Walton, Delaware County; and Norwich, Chenango County; we were convinced that the demand for farm labor was greatly overestimated and perhaps ten per cent of the number designated by the school census represented actual needs.

Inexperienced Labor Not Desirable After preparing a special bank for the use of County Farm Bureau Agents, on which the Farmer could make specific requests for labor, we were confronted with a large array of agencies all striving to supply labor to Farmers. The Federal, State and City Labor Agencies had regularly established Labor Bureaus, while the Salvation Army, Boy Scouts, Y. M. C. A., Department of Education, Labor Forum and the American Defense Society had a Labor Bureau of some sort, but none seemed to have facilities to cope with the situation. Many agencies sent inexperienced men and boys as laborers, who were either rejected by Farmers or left of their own accord.

Data Turned Over to Food Supply Commission About this time the New York Food Supply Commission opened two offices in New York City and had a representative in each of the Agricultural Counties in the State. We immediately turned our data and applications over to this Commission rather than add another bureau of our own.

Agricultural labor, necessary for the production of food, is not only high in price, but is becoming very scarce. Labor has shifted from the country to the city and industrial districts at a most alarming rate and it is difficult to hold men on farms, even at present farm labor prices.

**Housing
Accommodations
an Important
Factor**

During harvesting, the fruit growers of Northern New York depend largely upon tramps or "hobo" itinerant laborers, who seem to understand fruit-picking and perhaps are more favored by the producers because they require little in the way of comforts of living; but this year there seems to be scarcity of even this kind of labor.

Causes of the Labor Shortage

The scarcity of labor on farms has been the result of a combination of factors:

**Higher Wages
and Shorter
Hours in
Cities**

FIRST: Higher wages with shorter hours and comparatively light work in clean office buildings or factories were allurements which farmers' sons could not resist. Until the beginning of the War ordinary farm labor was paid at an average rate of \$25.00 per month, with board, lodging and laundry, under such living conditions as the farm-house provided. Working hours were usually from sunrise to sunset and the chores had to be done on Sunday. On some farms, such as dairy and poultry, the work of the seven days was much the same.

**No Pay for
Overtime
on the
Farms**

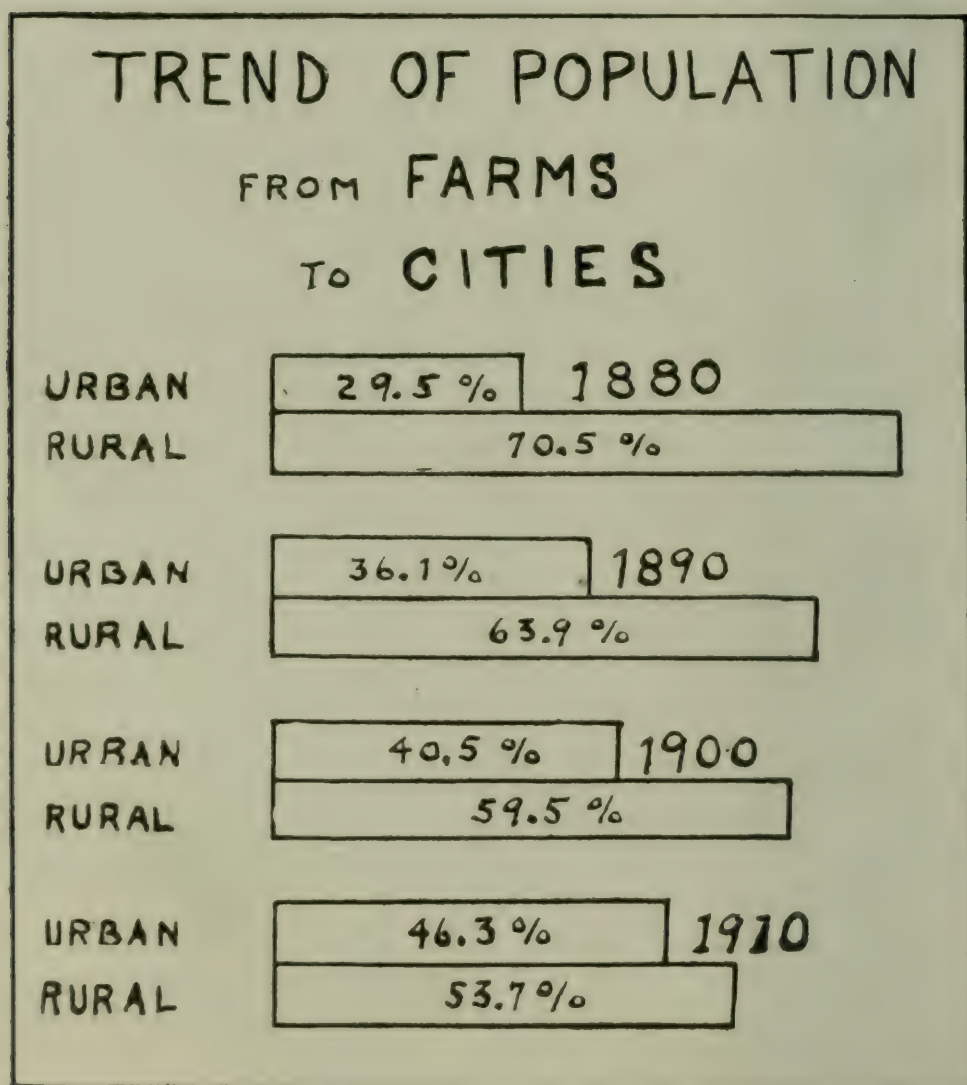
At the present time, farmers cannot get labor at \$45.00 per month with board, because of the demand for laborers in the cities at \$3.00 to \$6.00 per day of eight hours. Then, too, in the cities, men get paid for overtime, at a higher rate, while in the country they do not receive extra pay at all. Miners in Pennsylvania are making approximately \$5.40 per day of eight hours. Public Utility Corporations, in some instances, are paying \$4.50 per day of eight hours for labor, which in 1914 received \$2.10 per day of ten hours.

**THESE ARE ONLY INSTANCES TO SHOW THE
FUTILITY OF TRYING TO KEEP LABOR ON THE
FARMS WITH**

1. Less pay,
2. Longer hours,
3. Fewer amusements,
4. Fewer conveniences.

Trend to the Cities SECOND: The advent of the railroads and electric lines has, for many years, been bringing farm boys to the cities, attracted by a variety of amusements, better educational facilities and what seemed to them an endless round of pleasure.

The following diagram shows graphically the proportion, at the close of each of four decades, people in urban and rural districts and also indicates the steady trend from farm to city:



The 1920 Census will probably show a reversal of the proportions existing in 1900.

Farmers Go to Towns **THIRD:** Farmers, upon retirement, move to villages and, taking their families with them, accelerate the trend from country to city.

Men Enlist or Are Drafted **FOURTH:** The demand for army and navy service, and for workers in munition and other factories manufacturing war materials, has caused a general shortage of labor in other channels, which is particularly felt on the farms.

(3) Uncertain Marketing Conditions

Lack of funds and a shortage of labor are perplexing problems, but another difficulty confronting the farmer is the unreliable marketing facilities. Farmers have listened patiently to Agricultural College men and city press when told how to grow two blades of grass where one grew before. What they want to know, however, is how to market, at a profit, the one blade before they attempt to raise two. It would seem that the Federal and State Departments of Agriculture, Agricultural Colleges and Experiment Stations might profitably spend more time on this particular phase of the farmers' problems. It is gratifying to notice that this is being done by some of the agencies mentioned.

ORGANIZATION OF FARMERS

The producers in this country are organized into local, county, district, state and national units, such as Granges, Farm Bureaus, Fruit, Vegetable, Live Stock, Breeders' and Dairy Associations. These Associations are attempting to form a State Federation of all Farmers' Organizations, including the Dairymens' League, State Granges and Fruit and Vegetable Growers' Associations.

One of the most effective is the Federation of Farm Bureaus. **ALMOST EVERY COUNTY IN THE AGRICULTURAL REGION OF THE UNITED STATES HAS AN AGRICULTURAL AGENT OR FARM BUREAU MANAGER—A MAN OF PRACTICAL FARM EXPERIENCE WHO HAS HAD SPECIAL TRAINING AT AN AGRICULTURAL COLLEGE** and is employed by a County Agricul-

tural Association to assist local units of farmers in securing better methods of (1) PRODUCTION and (2) MARKETING. The cost of upkeep of the Farm Bureaus is shared by the Federal, State and County Governments, assisted by contributions from farmers, railroads, Chambers of Commerce and banks. At present the farmers are better organized than any of the other factors, namely: (2) **Manufacturers**, (3) **Carriers**, (4) **Distributers**, (5) **Consumers**, (6) **Educational Agencies** and (7) **Regulative Agencies**.

II—Manufacturers

Next to the farmers who produce food, the manufacturers who prepare, preserve, conserve or convert food products, play a very important part in feeding the world's population.

(1) Preserving Regular and Surplus Production

Preserving for Future Use The manufacturers, by preserving in either tin, glass, wood or paper fibre such products as peas, beans, corn, tomatoes, cauliflower, asparagus, pineapples, peaches, cherries and other fruits, put them in a form which will keep for future consumption. They do for city consumers what formerly was done by housewives.

(2) Conserving By-Products

Probably the greatest field into which the manufacturers have entered is the conservation of by-products. The manufacturers in this field have rendered the world a most important service.

By-Products Now Important By-products of the meat packing industry alone represent an annual saving of millions of dollars by the conservation of every particle of the animal formerly wasted, including hair, hoofs, horns and bones.

(3) Converting Raw Materials Into Edible Food

Raw Products Serve Two Purposes The conversion of raw vegetable and animal materials into edible foods is another branch of the food industry developed within comparatively recent years. Refiners take sugar beets or sugar

cane and convert them into sugar, starches and syrups. Millers convert grains into a great many breakfast cereals, flours and starches, using the by-products as feed for stock, particularly dairy feeds. For generations milk has been converted into butter and cheese, while within the last sixty years such products as condensed, evaporated and powdered milk have been developed.

(4) Evaporation and Dehydration

Dehydration in Experimental Stage Evaporation of certain fruits, such as apples, apricots, peaches, corn, raisins, figs and dates, has been a home industry or a commercial process for many years, but dehydration, which must be distinguished from evaporation, is of more recent development. Many vegetable and fruit products are being successfully dehydrated, but whether the public will learn to use these products, which, of course, must compete with all canned goods, is debatable. Dehydrated products are useful for supplying campers, foresters, explorers and miners who get out of touch with canned products, or where conservation of space is necessary, but until the general public is educated to prepare dehydrated products, this class of foods will not come into general use.

A shortage of sugar for preserving fruits, vegetables and milk, together with a scarcity of tin, has recently handicapped the preserving industry.

Because the manufacturing industry is organized along concentrated lines, many large manufacturers have assumed the distribution of their own products to retailers.

ORGANIZATION OF MANUFACTURERS

Many manufacturers are members of the National Canners' Association or other organizations, such as the American Feed Manufacturers' Association, American Specialty Manufacturers' Association, etc. Many firms are members of distributing associations. The New York Food Distributors' Association is one of the largest and best of these recent organizations.

III—Carriers

**Wide Separation
of Producing
Areas and
Consuming
Centers**

Concentration of population in large centers has increased the demand for food products to such an extent that city consumers can no longer be fed from areas in the immediate vicinity, but are forced to reach out to more distant producing territories for their food supply. Only fluid milk and a few classes of vegetables continue to be produced in sufficient quantities in nearby territory.

**Varied
Products
Shipped Long
Distances**

ABOUT NINETY PER CENT of the food products consumed in Greater New York come from various states and countries. The people of New York City now get cream from Quebec; citrus fruits and vegetables from California, Florida, Cuba and Porto Rico; butter, eggs and other perishables from the Middle West; sugar from the West Indies; coffee from South America; eggs from China and fruits from several tropical countries.

**Refrigeration
and Heating
of Cars and
Steamships**

All this has been made possible by the introduction of refrigeration on cars and steamships in the hot weather and heating during the colder months, so that not only staples but very perishable products, such as green vegetables, butter, fruits, poultry and meats, can be shipped long distances without any appreciable deterioration.

**War
Conditions
Cause
General
Congestion**

In the case of food products, particularly perishables, quick and continuous transportation are very essential, even when refrigeration or heat are employed. War demands and cold and stormy weather have handicapped the railroads, with the result that food deliveries in New York City are at present very uncertain even though they receive the best consideration.

ORGANIZATION OF CARRIERS

Transportation companies entering New York City, besides being large units in themselves, have formed a Trunk Line Association with headquarters in New York City, to deal with common problems of transportation.

Relief Expected The Federal Government has deemed it advisable to take over the operation of all railroads, believing that by pooling these interests it could expedite the transportation of necessary supplies. Many passenger trains have been taken off, while Pullman equipment has been curtailed to a minimum in an effort to expedite freight traffic.

Certain Work Desirable It would seem the carriers, including railroads and steamship companies, with the Trunk Line Association, could form a Joint Committee to unite with a Committee of the Distributers' Association and the Federal, State and City Departments of Markets:

- a. To make a survey of the channels through which each individual food product is carried,
- b. To establish best methods for distribution of each food product after arrival at terminals or markets.

IV—Distributers

(1) Large Distributing Area

400,000 People Employed to Distribute 1,323 Cars of Food Daily An average of thirteen hundred cars of food products is received daily at the one hundred and twenty-seven terminals in Metropolitan New York. (See first insert.) These products are re-distributed over an area having a radius of thirty to forty miles, which embraces a population of between nine and ten millions. (See map of thirty-mile area.) The stupendous task of distributing this vast amount of food engages sixty thousand distributers (see Pages 6 and 7), who employ about four hundred thousand persons.

FOOD DISTRIBUTING DISTRICT WITH NEW YORK CITY AS A CENTER



Within this radius live between eight and nine million people, composed of twenty-eight nationalities, to whom over ten thousand cars of products a week must be distributed.

It is obvious that *each product* and each particular district must be considered separately. Considering the whole problem at once only produces confusion. Time must be taken to work it out in detail.

(2) Varied Nationalities

Twenty-eight Little Nations Twenty-eight nationalities, eight numbering over one hundred thousand each and fifteen over twenty-five thousand, populate this district. These people have various habits, customs and modes of living. Quite often one nationality will eat what another will not. Few people realize this cosmopolitan complication, which does not obtain to such an extent in any other center in the world. It has been aptly said that New York is not an American city but a city in America composed of twenty-eight little nations.

(3) Exceptional Congestion Exists

A City Within a City The congestion of living conditions, due to the building of skyscrapers, the confining of manufacturing to a small area and the demand for help to facilitate import and export shipping, is not duplicated on any other section of the globe. Some large office buildings have over ten thousand persons employed in them. They are almost a city within a city. This condition increases traffic congestion because people must live within commuting distance from office buildings and practically all must be fed one meal a day in the immediate vicinity. Consequently a large system of restaurants and lunch-rooms has had to be established. In addition to regular commuters, it is estimated that over one hundred thousand transients visit New York City daily and remain from one to ten days.

(4) Comparison With European Cities

Same Language It is often stated that the cost of living in Europe, under normal conditions, is lower than here, but a comparison is unfair because:

- a. Eighty-five to ninety per cent of the people in foreign countries are of one nationality; have similar habits, tastes and customs and speak the same language.
- b. In Europe few buildings are higher than one and one-half times the width of the street; consequently the population is not in such congested districts as here.

- c. Wages are less.
- d. More economies may be practiced.

London is the only other large city whose population is comparable to that of New York. If the cost of distribution is cheaper there in normal times it is due to the fact that the inhabitants have similar habits, customs and tastes, and co-operation is obtained more easily.

(5) Present Facilities

Ever Increasing Traffic Congestion Previous investigations emphasize the inadequacy of terminal facilities and wholesale markets for the proper handling of food products. Distributors proclaim that they are doing all they can under present conditions. Although nearly every committee has recommended the building of terminals and wholesale markets, the enormous prospective cost and the fact that **THE VARIOUS FACTORS WERE NOT ESPECIALLY INTERESTED** have delayed definite action. The distributors and carriers have made little effort to co-operate in making an intensive study so as to improve present terminal conditions. The anticipated saving of time by motor truck delivery has been offset by traffic congestion in the streets, and delays to rail shipments have added to the perplexity.

EXAMPLE—"Congestion in New York streets has increased to an alarming extent," is reported by the New York Railways Company. "The number of traffic delays of five minutes or more has increased 300 per cent since July 1, 1917. Delays to cars from July 1 amounted to 178,660 minutes, as compared with 70,484 in the same period last year. In November the total delays amounted to 36,167, almost double that of the same period last year. The average delay was nine minutes."

(6) Unfortunate Public Opinion

Populace Blame Middlemen It is unfair to blame wholesale and retail distributors for the increased cost of food products. (See Page 28.) While there may be isolated cases of hoarding and profiteering among the many wholesalers, commission merchants and retailers, on the whole the industry is as economically and honestly conducted as

any other trade, and the men engaged in the business are as patriotically inclined as are men in other lines of business.

(7) Newspaper Influence

Does Not Improve. The public press has added to the consumer's perplexity by publishing cartoons and sensational articles regarding waste, hoarding and profiteering, which careful investigation has shown to be untrue, or at least much exaggerated; and no retractions follow which may correct the mistaken belief produced by the original misstatements. Such articles are very harmful because they lead consumers to believe that the increased cost of living is entirely the fault of producers, distributors or carriers; hence their attitude, as described on Pages 22-23.

Only Adds to Confusion

(8) Present Distributers' Organization

Extremely Varied Interests Wholesale receivers and retail distributors of food products are represented by thirty individual association. (See complete list on Pages 6-7.) Some of these associations deal in particular food products, while a few do propaganda work, such as improving conditions of the trade.

Central Organization Formed The Food Problem Committee, after conferring with over a hundred leaders of numerous associations, suggested the formation of a Central Organization of all distributors, similar to those of the producers and carriers.

A tentative organization was formed July 12th, and put on a permanent basis in November, 1917. It was called the "New York Food Distributers' Association" and was organized to:

1. Co-operate with the Federal, State and City Food Administration Officials.
2. Study individual distributing problems.
3. Give information to the public.
4. Conduct trips through the marketing district and work out common problems by inter-committees with the other Factors.

**So Complicated
Will Take Time** It will require some time to perfect an efficient organization on account of the large number of distributors; variety of languages spoken; various methods of doing business and different kinds of foods handled, and because many of these distributors are small and do not belong to any association. IT SHOULD BE THE ERNEST ENDEAVOR OF THE DISTRIBUTERS TO PERFECT THEIR INDIVIDUAL ORGANIZATION AND THEIR CENTRAL ASSOCIATION AS SOON AS POSSIBLE.

**But of Prime
Importance** The Food Problem Committee considered this Central Organization of Distributers so desirable and necessary that it devoted a considerable portion of its time assisting them to perfect an Association which could effectually work out their problems and co-operate with the other FACTORS as well as with the Food Administration Officials.

V—Consumers

Recent meetings have been held by committees to hear consumers' ideas and complaints. Most of them have developed the same line of information, which may be summarized as follows:

1. Children are undernourished.
2. Food is high and scarce.
3. Middlemen are charging exorbitant profits.
4. The State and City should:
 - a. Buy and sell all food, or at least, necessary commodities, at cost.
 - b. Establish terminal, municipal and public markets.

**Not Informed
as to Actual
Methods
and Costs** When asked about conditions pertaining to methods and costs of production and distribution these people say they do not know, and have no means of finding out, the facts. They are told there are gamblers, speculators, hoarders and too many middlemen who should be eliminated, presumably by the State or otherwise, and they believe these

assertions. 'The increased cost of living is vital to eighty per cent of the population of New York, who today are having a difficult time to make their weekly wage pay the rent, buy what food and fuel they need and have a little left for clothing and ordinary pleasures of life.

**Much Said but
the Situation
Not Improved**

Commissions, committees and investigators have been appointed and reports issued. Regulative officials and the press have been vigilant against hoarders, gamblers, speculators and profiteers. Columns of this material are in the papers every month, but still **THE SITUATION IS GROWING MORE AND MORE TENSE, AND DESPITE THIS GREAT VIGILANCE, THERE SEEMS TO BE LITTLE, IF ANY, IMPROVEMENT IN SECURING THE BEST METHODS OF DISTRIBUTION AND CONSUMPTION OF FOOD PRODUCTS.**

**Still Waiting
for Someone
Else to Do
Something**

Consumers seem to think that the State or City can buy and sell food, eliminating the middlemen and retailers and their profits. **CATCH-WORDS and PHRASES**, such as "Terminal," "Municipal," "Public-markets" and "Ambulance-markets," predominate in the public mind. These expressions lead people to believe that **SOMEBODY, SOMEWHERE, SOMEHOW** and **SOMETIME** can get cheaper food for them. Has this ever been accomplished? Cannot more be achieved through effective co-operation of Producers, Manufacturers, Carriers, Distributers, Consumers and Educational and Regulative Agencies?

**Many
Organizations
but Little
Concentration
on Food**

There are over twelve hundred Consumers' Organizations in Greater New York, many of whom attempt to solve the Food Problem. Most of these are formed for other purposes than dealing exclusively with this question, which has become incidental to their regular lines of work. It has been extremely difficult to organize consumers into groups, similar to those of the farmers, carriers and distributers, because of various activities and differences in habits, customs and nationalities.

CLASSIFICATION OF CONSUMERS' ORGANIZATIONS

1. SOCIAL ORGANIZATIONS

- a. Sectarian (include Church Clubs and Societies).
- b. Non-sectarian (include Settlements, Neighborhood Associations, Y. M. and Y. W. C. A., Y. M. and Y. W. H. A., and Temperance Organizations).
- c. Secret and Fraternal Societies.
- d. Foreign Societies (include Singing Clubs.)

2. CHARITABLE ORGANIZATIONS

(Include National, State, City, Religious and Privately Endowed Institutions).

3. POLITICAL ORGANIZATIONS

(Include Suffrage, Anti-suffrage and Teachers' Organizations).

4. EDUCATIONAL ORGANIZATIONS

(Include Mothers' Clubs, Home Economics Associations and Young Peoples' Clubs).

5. BUSINESS ORGANIZATIONS

(Include Chambers of Commerce, Taxpayers' Associations, Civic Clubs and Business Men's Clubs).

VI and VII—Educational and Regulative Agencies

Their Personnel Educational Agencies of the State comprise Colleges of Agriculture, State Schools of Agriculture, High Schools of Agriculture, Federation of Farm Bureaus, State Department of Agriculture, State Department of Health, State Department of Education, the City Departments of Health, Weights and Measures, and Education. The Regulative Agencies are represented by the State and City Departments of Health, Weights and Measures and Markets; and by the State Department of Agriculture. The Federal Food Commission is in office as an Educational and Regulative Agency during the War period.

Their Functions The Educational Agencies are giving the latest scientific information on the best methods of production, manufacturing, transportation, marketing, distribution and consumption of foods.

Regulative Agencies see that sanitary conditions prevail in food factories, wholesale and retail markets and terminals. They prevent misbranding of goods and the use of false weights and measures. The new Food Administration Officials seek evidence of and attempt to prevent hoarding, profiteering and unequal distribution, and as near as the Committee can ascertain this is being accomplished.

Handicapped Both the Educational and Regulative Agen-
by cies are somewhat handicapped by politics.
Politics When a new administration enters office, another set of Regulative Officials is appointed, who are more or less affected by political influences. Even educational institutions, depending for appropriations upon the State Legislature, are influenced, to some extent, by political expediency.

PARTIAL LIST OF EDUCATIONAL AND REGULATIVE AGENCIES

TEMPORARY FOR WAR'S DURATION

I. FOOD ADMINISTRATION

1. Federal Administrator.
2. Federal Food Commission for New York State:
 - A. State Food Administrator.
 - B. City Food Administrator.
 - C. County Food Administrator.

II. STATE FOOD COMMISSION

1. Bureau of Production.
2. Bureau of Conservation.
3. Bureau of Markets and Transportation:
 - A. Department of Complaints.
 - B. Department of Price-fixing.
 - C. Department of Trade Contact.

III. FEDERAL MILK COMMISSION

PERMANENT

I. FARMS AND MARKETS COUNCIL

1. Commissioner of Agriculture.
2. Commissioner of Markets.
3. Superintendent of Weights and Measures.
4. Bureau of Co-operative Associations.
5. Bureau of Animal Industry.

II. CITY COMMISSIONER OF MARKETS

1. Peoples' Council.

III. CITY COMMISSIONER OF WEIGHTS AND MEASURES

IV. DEPARTMENT OF HEALTH

1. New York State.
2. New York City:
 - A. Bureau of Foods and Drugs.

V. DEPARTMENT OF AGRICULTURE

1. Federal:

- A. Bureau of Chemistry (Foods).
- B. Bureau of Markets:
 - a. New York City Branch.

2. State:

- A. College of Agriculture and Domestic Science.
- B. Extension Department.
- C. Farm Bureaus:
 - a. For farmers.
 - b. For farmers' wives.

VI. DEPARTMENT OF EDUCATION

1. Vocational Bureau:

- A. High Schools of Agriculture.
- B. High Schools of Domestic Science.

VII. BUREAU OF LIBRARIES

1. Extension Lectures.

VIII. PRIVATE ENTERPRISES

1. Agricultural Agents of:

- A. Railroads.
- B. Chambers of Commerce.
- C. Large Manufacturers.
- D. Large Distributers of Foods and Feeds.

2. Dietitians employed by:

- A. Stove Manufacturers.
- B. Large Food Manufacturers.
- C. Gas and Electric Light Companies.

Complete Change in Conditions

Why Food Prices Are Increasing

During the last fifty or seventy-five years (principally since 1840), while the large cities in this country and Europe have been growing, the established agricultural areas that produced food were supplemented by the opening up of new lands in the Middle West, Canada, Brazil, Argentine, South and Central Africa, Australia and Siberia.

Food products, chiefly grains and meats, were produced on virgin, unfertilized lands. Emigrant labor was employed and subsequently there was cheap railroad and steamship transportation, so until recently (about 1905) **THE PEOPLE IN CITIES HAVE BEEN FED ON FOOD PRODUCED AND SOLD AT A PRICE WHICH DID NOT TAKE INTO CONSIDERATION THE COST OF PRODUCTION AND THE VALUE OF PLANT FOOD CONTAINED IN CROPS WHICH MUST BE RETURNED TO THE SOIL TO MAINTAIN PRODUCTIVITY.**

Today conditions are changed. There is not much unclaimed virgin soil. Fertilizers, needed to maintain and augment soil productivity, are scarce and consequently increasing in price. Labor is scarce and high in price. Taxes, capital costs (higher land values) and transportation costs (because of longer distances) have increased. The increased costs arising from changed conditions have resulted in increased food prices compared with those of former days when virgin soils produced bountifully, when there were low land values, a plentiful supply of low-priced emigrant labor, cheap transportation and practically no overhead charges.

The actual cost of distribution of food products, after they reach the city limits, has greatly increased since 1905 and is steadily increasing, due to (1) the crowded conditions of the population and traffic, (2) higher wages paid to the four hundred thousand persons employed in distribution and (3) lack of intensive, detailed study by carriers, distributors, consumers and educational and regulative agencies to see how each class of food products could be most efficiently distributed after reaching the city.

A View of the Situation Presented

IN THE FOREGOING PAGES THE COMMITTEE HAS ENDEAVORED TO GIVE TO THE READER AN IDEA OF WHAT HAS BEEN DONE, THE PRESENT CONDITIONS, THE SCOPE OF THE FOOD PROBLEM AND THE CLASSIFICATION WHICH SEEMS LOGICAL. SOME COMMENT IS MADE AND PERTINENT QUESTIONS ARE RAISED. THE COMMITTEE NOW MAKES SPECIFIC RECOMMENDATIONS WHICH IT BELIEVES SHOULD BE ADOPTED. SOME TIME WILL BE REQUIRED TO PUT THESE INTO EFFECT, BUT THE COMMITTEE SEES NO OTHER WAY IN WHICH DESIRED RESULTS CAN BE OBTAINED. IT IS LEFT TO THE READER TO JUDGE WHETHER THEY ARE CORRECT AND PRACTICABLE.

RECOMMENDATIONS

FIRST:

Chart the City

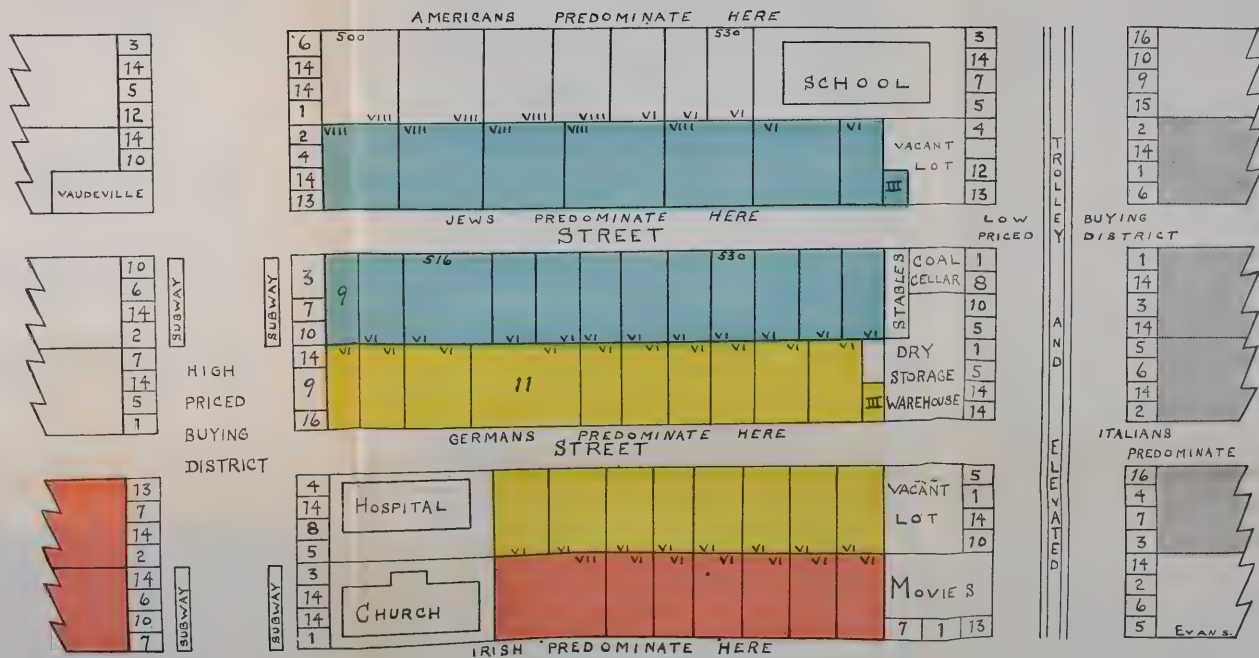
It is first necessary to show the New York City situation by preparing the following:

1. A map of the Metropolitan Food Distributing Zone within a thirty-mile radius.
2. A map on which are indicated railway terminals, steamship piers and kinds of food handled.
3. A map showing location of establishments of wholesale receivers.
4. A set of district maps (drawn on a scale of at least fifty feet to the inch), indicating by shading, colors, tacks and symbols:
 - a. Nationality of consumers.
 - b. Housing situations.
 - c. Location and kinds of:
 1. Wholesale stores.
 2. Storage warehouses.
 3. Food factories.
 4. Retail stores.
 5. Hotels and restaurants.
 6. Milk stations.

Fatal to Consider City as a Whole Differences in traffic congestion, living conditions, habits and diets of the twenty-eight nationalities in New York City make it evident that no uniform system of distribution or rule of consumption of food can be carried out to the satisfaction of such a cosmopolitan population.

Suggestion of What a District Map Should Show

TYPICAL SECTION



NATIONALITIES INDICATED BY COLORS VIZ

AMERICAN - WHITE

JEW - BLUE

IRISH - RED

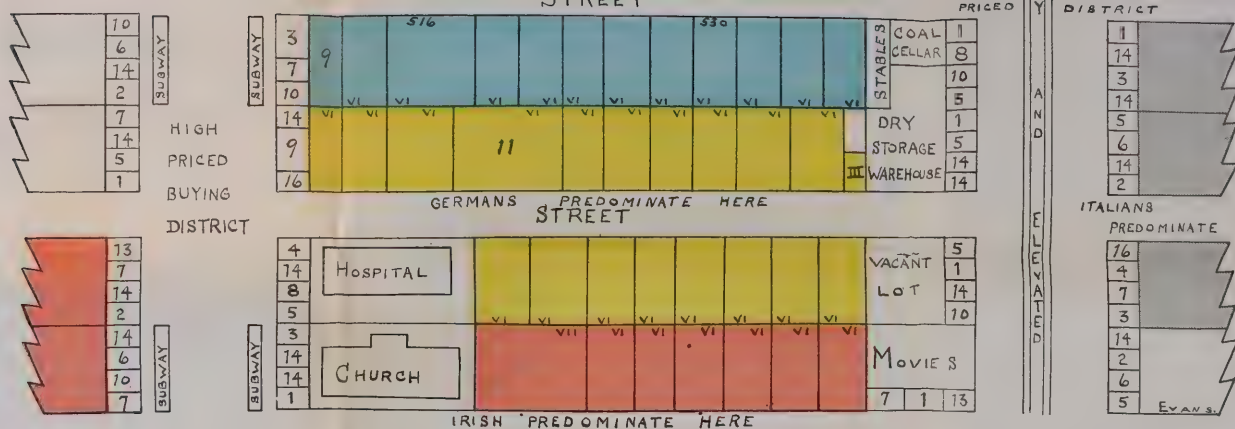
GERMAN - YELLOW

ITALIAN - GREY

EVANS - LIGHT GREEN

KEY

1. RESTAURANT



KEY.

1. GENL. GROCER
2. MEAT MARKET
3. CHAIN STORE
4. MILK STORE
5. FRUITERER
6. DELICATESSEN
7. BAKERY
8. BAKERY LUNCH

NATIONALITIES INDICATED BY COLORS VIZ.

- AMERICAN ----- WHITE
 JEWS ----- BLUE
 GERMAN ----- YELLOW
 IRISH ----- PINK
 ITALIANS ----- SHADED

KEY.

9. RESTAURANT
10. CONFECTIONERY
11. BRANCH MILK STA
12. POULTRY
13. DRUGS
14. MOSE
15. HARDWARE
16. SALOON

IN GREATER NEW YORK THERE ARE 3,500 SECTIONS, EACH CONSISTING OF 40 TO 50 ACRES. THE VARIED CONDITIONS HAVE BEEN DESCRIBED. MUCH EMPHASIS HAS BEEN LAID ON THE FACT THAT WE MUST TREAT EACH DISTRICT SEPARATELY.

THE ABOVE IS SIMPLY AN ILLUSTRATION OF THE DISTRICT MAPS WHICH WE RECOMMEND THAT THE FOOD DEPARTMENT OF THE CITY, ALONE, OR IN CO-OPERATION WITH THE STATE AND FEDERAL DEPARTMENTS, SHOULD PREPARE AT ONCE. COPIES CAN BE MADE FOR INTERESTED PARTIES. THEN A BASIS WILL BE ESTABLISHED TO:

1. PERFECT LOCAL, DISTRICT AND CENTRAL ORGANIZATIONS OF CONSUMERS, WHICH WILL ENABLE THEM TO:
 - (A) Secure an adequate amount of desirable food with the money they have at hand
 - (B) Provide necessary food for the maintenance of those who are unable to provide for themselves.
2. WORK OUT DETAILS OF:
 - (A) Efficient distribution of particular commodities.

- (B) Shortages and surpluses.
- (C) Overcharging and profiteering.
- (D) System of budgets—diets.

WE EMPHASIZE AGAIN THE FACT THAT THE CITY DISTRICT CONDITIONS ARE VARIED TO SUCH AN EXTENT AND THE PRESENT KNOWLEDGE IS SO LIMITED THAT LITTLE WILL OR CAN BE ACCOMPLISHED UNTIL THIS FUNDAMENTAL WORK IS DONE.

The women borough chiefs and assembly district leaders say their work is handicapped severely because they do not have this basic information to guide them.

IF IT BECOMES ADVISABLE THAT:

- (A) RETAIL DISTRIBUTION SHOULD BE SUPERVISED BY THE GOVERNMENT,
- (B) RATIONING SHOULD TAKE PLACE,
- (C) CERTAIN SUBSTITUTIONS BE MADE,

THEN MAPPING OF THE CITY, WITH AN INDICATION OF NATIONALITIES AND A LIST OF DISTRIBUTERS, WILL BE ABSOLUTELY ESSENTIAL.

Failure in the Past Consumption and distribution of food in New York City must be worked out by local districts with each different nationality as a basis. **DUE TO LACK OF ORGANIZED EFFORT THIS HAS NOT BEEN DONE AND HAS CAUSED MUCH OF THE CHAOTIC CONDITIONS IN WHICH WE FIND THE FOOD PROBLEM.**

Prepare Detailed Maps Immediately These maps should be prepared **AT ONCE**, either by the City Market Department, in conjunction with the Health and also Police Departments, or by the City, State and Federal Food Commissioners. No delay should be made in having basic maps prepared which will assist an Organization of Consumers in the working out of particular food problems by inter-committees. Duplicates of these maps can be made for the use of numerous organizations. Then the Food Control Officials can more readily take care of complaints of overcharging and unequal distributing, and give information as to prices, substitutions, shortages and surpluses. **IF IT BECOMES NECESSARY TO RATION THE PEOPLE THESE MAPS MUST CERTAINLY BE MADE.**

SECOND:

Central Organization of Consumers

Correct Aims While there are over twelve hundred Consumers' Organizations in different lines of activity, as indicated on Page 24, only a few are devoting their entire time to food work. There is no general Organization of Consumers to undertake a solution of the Food Question. The chief problems are:

(1) TO SECURE AN ADEQUATE AMOUNT OF DESIRABLE FOOD FOR THE MONEY THEY HAVE AT HAND.

(2) TO PROVIDE NECESSARY FOOD FOR THE MAINTENANCE OF THOSE WHO ARE UNABLE TO PROVIDE FOR THEMSELVES.

Form Central Association The Consumers' Organizations should immediately form a Central Association made up of two or more representatives from each important agency. This can be done by a few leaders of the present Consumers' Organizations calling an initial meeting, or they can be assisted in starting by the State Food Commission, City Market Commissioner and Greater New York Food Council. The Executive Committee should meet regularly in a permanent office and employ an experienced staff. With the City chartered, each district should be organized into local units to obtain information as to its food demands; its retail and wholesale distribution centers; be in a position to intelligently state its case to regulative officials, distributors, carriers and producers and transmit correct information to its people regarding what they should do.

SO LONG AS THE CONSUMERS CONTINUE TO WAIT FOR SOME OF THE OTHER FACTORS, THE STATE, OR THE CITY, TO DO SOMETHING FOR THEM, WHICH THEY MUST DO FOR THEMSELVES, THEY WILL PROBABLY REMAIN IN THE PRESENT UNSATISFACTORY CONDITION.

The producers and distributors are endeavoring to produce, sell and distribute their products. The consumers must not expect the producers and distributors to look out for the particular interests of the former.

The work of the Consumers' Organization (local and central) should include:

1. Investigation of
 - a. Exorbitant prices.
 - b. Causes of artificial and real shortages.
2. Establishment of a Permanent Bureau of Information in each local district to disseminate correct and up-to-date information on:
 - a. Available supply of food.
 - b. Prices of all food commodities.
 - c. Most economic purchases.
 - d. Variations in diets.
 - e. Use of budgets.

Misleading and Sensational News An Official Food Information Bureau should be established by consumers and distributors and an agreement obtained with the press whereby it will not publish articles on food conditions without telephoning to the Information Bureau. In this way undue excitement will be avoided and the public may be informed as to the scarcity and surplus of foods and when each food product will be available in its respective season. This is a matter which must be taken up for each district separately because prices vary with the locality and distance from the wholesale markets.

THIRD:

Inter-Committees for Results

Must Understand Details of Each Problem The seven Factors of the Food Problem know little of each other's problems. How could they understand the general situation? Each Factor of the Food Problem (1) producer, (2) manufacturer, (3) carrier, (4) distributor, (5) consumer, (6) educational agency and (7) regulative agency must be organized into local units and Central Associations to:

1. Understand its own local problems.
2. Understand the problems in neighboring districts.
3. Understand some of the problems of other factors connected with the Food Problem.
4. Understand the general situation.
5. **ARRANGE TO BRING FOOD FROM THE PRODUCERS TO THE CONSUMERS IN THE MOST EFFICIENT AND ECONOMIC WAY, WHETHER IT TAKES NONE, ONE OR MORE DISTRIBUTERS.**

This cannot be made too emphatic. It is vital and fundamental. Who but the farmers themselves can tell whether it is wise to raise one crop in preference to another, sell

calves for veal or raise dairy cows; sell crops or feed them to stock? Outside agencies can foretell the general visible supply and demand, but the farmer must study his supply of labor and capital, his soil factors, his markets and be governed accordingly.

Business men in the city and the daily press have been over-anxious to advise the farmer. Much of this counsel has been uneconomic and even ridiculous, having a tendency to disgust the farmer and make him lose confidence in advice emanating from the city. On the other hand, and in a similar manner, many enthusiastic, patriotic but grossly misinformed persons have proffered advice without possessing the necessary information on transportation, distribution, consumption and food regulation. We must, therefore, study conditions in their proper relation and seek the advice of those who know actual conditions by real contact with each individual Factor.

General confusion exists because the whole Food Problem is considered at random as occasion arises or a complaint is lodged. Conferences are called to discuss or even decide what farmers should plant, what consumers should eat and how the distributors should handle food.

INTER-COMMITTEES

When the consumers are organized as a separate Factor into Local, District and Central Associations, and New York City districts well mapped, there will have been established a basis whereby inter-committees representing two, three, four or all seven Factors can get together to accomplish results. They will then be in a position to know real conditions and put into force the results of their analyses and conclusions as to changes, while today the majority of conferences are productive of little advancement, and despite the reports, investigations and work of committees and commissions, the Food Problem is NOT being solved.

Details Must Be Worked Out

Extravagant statements are being made (and have constantly been made for ten years) as to the establishment of terminal, wholesale, retail and public markets.

OUTSIDE COMMITTEE CANNOT GIVE CORRECT SOLUTION

This Committee has not recommended any radical changes in the present market system, not because it is conservative, but because after its close study of the situation for nearly a year it does not know, nor can it ascertain that anyone else knows, for a certainty, whether terminal, wholesale, retail and public markets would reduce the cost of distribution. It might be increased. Borough President Marks, in his Report, counsels the City to go very slowly lest millions of dollars be spent in building markets which may not reduce the cost of distribution one cent.

The Committee realizes that the present system of distribution is very costly and that improvements can be made. Past experience has shown us that radical suggestions have not secured any useful changes nor lessened the cost of distribution. The Committee believes that the only way to find out conditions and secure results is to follow the recommendations described above.

After each Factor has become organized, an intensive and detailed study must be made by representatives of carriers, distributors and Federal, State and City Departments of Markets, of how each particular product, such as potatoes, milk, butter, eggs and vegetables, IS NOW RECEIVED AND DISTRIBUTED. When this is done, it will be apparent where improvements can be made.

If improvements are found necessary they will be based on facts and will receive the support of the majority of each Factor interested to have changes brought about. Without such support no change will probably ever actually be made.

It may be possible that more distribution points than the one hundred and twenty-seven terminals now in use will be needed ; that they should be more widely distributed throughout the City, or that large terminal markets would be advantageous.

If we really want to do something we must STOP WAITING FOR RADICAL SUGGESTIONS and START IMMEDIATELY to work out our Problem in the manner recommended above.

Respectfully submitted,

FOOD PROBLEM COMMITTEE

JOHN H. LOVE, Chairman
JOHN C. ORCUTT, Secretary

William Fellowes Morgan
J. F. Bermingham
Lewis E. Pierson
Lincoln Cromwell

S. Frederic Taylor
Dr. O. S. Morgan
Harold Godwin
• Horace Havemeyer

W. E. Evans, Special Assistant

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Report of the Food
problem committee

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